Gender Analysis of USAID/Haiti's Strategic Objectives

January 1998

WIDTECH

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EXECUTIVE SUMMARY

The USAID Mission in Haiti began to elaborate a new Strategic Plan in September 1997, with the overall goal of reducing poverty by improving food security and strengthening democracy. The Mission's expected contribution to the recovery and future development of Haiti cannot be realized unless both men and women contribute to and benefit from the process. Accordingly, the Mission invited G/WID to assist in integrating gender into the strategy for each of the strategic objectives. Gender integration in the strategy involves an explicit consideration of the differing and intertwined roles and interests of men and women within and across sectors.

THE CONTEXT

Women are an increasing majority of the Haitian population. The growing proportion of women relative to men, especially among adolescents and young adults, gives particular urgency to the task of analyzing women's roles and needs and of building these factors into the Mission strategy. In Haiti, women are both victims of extreme poverty and the central actors in its reduction. Although Haitian women have a high level of economic activity compared with women elsewhere in the region, their capacity to generate income is limited by low levels of school completion and illiteracy, lack of skills and opportunity for formal sector employment, and scarcity of resources in the informal sector where most work.

At the same time, family structure and the prevalence of informal unions and polygamous relationships mean that support and rearing of children are principally women's responsibilities. More than a fourth of the households are headed by women. Inadequacies in health and family planning systems weigh particularly heavily on women and their dependent children. Women's participation in emerging democratic structures and decision making is constrained by historic and cultural norms that teach that women belong at home and are too "weak" for politics, norms reinforced by the prevalence of domestic and sexual violence.

GENDER INTEGRATION IN THE STRATEGIC PLANNING PROCESS

At the request of USAID/Haiti, G/WID provided a four-person technical assistance team consisting of Dr. Rebecca Adams, education and human capacity development; Dr. Hannah Baldwin, democracy and governance (team leader); Dr. Patricia Martin, population, health and nutrition; and Dr. Gayle Morris, economic growth with an emphasis on microenterprise development. The purpose of the technical assistance was to work with Strategic Objective (SO) teams in the development of their strategies, assisting them in identifying gender issues, which are critical to the fulfilment of their SOs. The G/WID team members worked with their respective counterparts on SO teams to generate ideas on creative but realistic ways to integrate gender issues at all stages of strategic planning, implementation, and monitoring of the USAID/Haiti program. Each consultant asked relevant questions in group sessions and individual meetings to stimulate thinking and develop actions from a gender perspective. In doing so, G/WID team members helped each SO team understand the strategic importance of ensuring that gender issues are addressed in their customer survey, SO, intermediate results, and indicators to maximize the success of their strategic objective and the Mission goal.

In addition to working on Haiti's strategic objectives, the G/WID technical assistance team provided input on the development of a "Cairo Plan" for Haiti. Although this document on gender integration focuses on the SOs themselves, it is essential for the overall Mission strategy that gender also be integrated across sectors. The "Cairo Plan" can be a unifying theme that links different SOs under a common mandate. Linkages between SOs can be used to enhance the impact of individual activities as various program activities under the different SOs build on the impacts of other sectors. Employing a strategic approach emphasizing interventions across SOs that promote women's full economic and political participation increases the impact of sector-specific activities.

The four G/WID advisors provided overviews of ways in which gender can be integrated at various stages in the development of strategic plans. The nature of the contribution each G/WID team member made to the SO team depended on the stage of development of each SO. The team for SO1 (Improved Human Capacity) had only recently been separated from population, health, and nutrition, and the specifics of its programs and objectives had not yet been determined. The team for SO2 (Increasing Sustainable Income Opportunities) was rewriting its strategy but had not yet done the customer survey for the new one; it was unclear what shape the SO would take and what might be included or deleted from the portfolio. The team for SO3 (Smaller, Healthier Families) was the most advanced in the development of its strategy and was ready to apply a gender overlay. The team for SO4 (More Genuine, Inclusive Democratic Governance) was conducting its customer survey and was in the process of developing its SO and intermediate results during this period, but planned to develop its framework after the departure of the G/WID advisor.

INTEGRATION OF GENDER ISSUES

Because they were present at varying stages in the process of development of the Mission strategy, the G/WID advisors have been able to make concrete suggestions for technical assistance on gender integration at all phases of the process.

The experience of the SO4 team demonstrated the critical importance of integrating gender into the development of the customer survey.

- Results of the survey may be biased if they ignore pressing gender issues.

- Women's focus groups are not enough; gender issues must be raised with both government officials and local leaders.

- Probing, gender-focused questions must be addressed to both male and female customers.

- Observation of male/female interaction provides insight into social roles and may give clues to a line of questioning that was ignored in the original customer survey.

In analyzing data collected during the customer survey, it is important to identify the differences in responses as well as the similarities, and to explore the reasons for the responses. For example, similar answers from male and female respondents may not, in fact, indicate similarity of experience, but instead a failure of the questions to explore the issue sufficiently.

Once there has been a careful analysis of the results of a customer survey, an analysis that maintains a gender focus, strategy development can begin. The issues of how to address inclusion of women, what

needs to be done to ensure female participation, and how to reduce social constraints and empower women must be addressed in the design of the strategic framework.

In addition, it is critical to consider gender in the development of indicators, intermediate results, and activities to achieve the SO. Simultaneously, consideration must be given to how existing programs can be redirected to better include women.

During the final stage of the development of the SO, when the Mission is looking to meet its allotted page numbers, there is still a risk gender will end up on the cutting room floor. Here a final and critical review of the strategy must be made to ensure that gender has not been reduced or eliminated.

ORGANIZATION OF THE REPORT

Each section begins with an overview of women's status in Haiti derived from key social and economic indicators based on a document review of secondary sources. This background information provides the rationale for incorporating gender issues in the strategic plan. Major gender issues in each sector are discussed, followed by an examination of strategic approaches to gender integration in the sector. Finally, key approaches and actions proposed under each strategic objective, intermediate result, and associated indicators that would ensure that gender issues are appropriately addressed throughout the USAID/Haiti program are included. It is expected that this approach, beginning with the broad overview and followed by an increasingly narrow focus on specific approaches to gender integration in each sector, will provide the necessary context and specifics for development of a comprehensive approach to gender inclusion in the Mission strategy.

PART I: IMPROVED HUMAN CAPACITY

PART II: INCREASED SUSTAINABLE INCOME OPPORTUNITIES

PART III: SMALLER, HEALTHIER FAMILIES

PART IV: MORE GENUINE, INCLUSIVE DEMOCRATIC GOVERNANCE

The first draft of this report was provided to team leaders before the G/WID team left the country so that they could use the information in formulating their strategies.

PART I

GENDER INTEGRATION IN SO1:
IMPROVED HUMAN CAPACITY DEVELOPMENT

GENDER ISSUES IN IMPROVED HUMAN CAPACITY DEVELOPMENT

An abundance of data demonstrates that a significant improvement in girls' primary education shows a positive correlation to the economic well-being of a country. Women, like men, receive direct economic benefits from their education in the form of higher lifetime earnings. At the same time, society and the community benefit from women's higher productivity as members of the labor force. Additionally, women's enhanced social contribution has a significant economic value, although this is not usually measured in national income accounting.

Primary Education

There is little doubt that girls' primary education has powerful social impacts in view of correlations between girls' education and decreased fertility, increased child health, and decreased child mortality. There is also growing literature on the positive impact of a mother's education on her children's education. The high economic, social, and personal returns on girls' education in terms of independent income, social development, and child and family welfare make educating girls critically important in a developing country.

Primary school enrollment data reflect a high degree of parity between boys and girls, particularly in urban areas. Rural data indicate less parity between girls' and boys' school enrollment. Although data are scanty, the attendance and primary school completion rates for girls are believed to be far lower than for boys. Factors contributing to the attendance and retention rates for girls range from lack of funds for second-semester tuition to household division of labor where girls often provide child care while mothers participate in agricultural or market activities. It is further estimated that girls comprise a high percentage of the dropouts as evidenced in a current household survey that reports a five-to-one ratio (boys to girls) for school completion through the secondary level. Preliminary findings show the dropout rate is more than double for girls in the primary cycle.[1] Girls attend school with less regularity than boys and begin dropping out between the third year and the fifth year. This irregular attendance is further compounded by the more advanced age of children, particularly girls, when they enter primary school.

Overage females in the educational cycle constitute a serious problem in Haiti. Girls experience a high rate of absenteeism, grade repetitions, and other delays, resulting in overage girls at every grade level, and low efficiency, as in situations where girls attend school intermittently for 12 years to complete 6 years of education. This growing segment of overage girls undermines the efficiency objectives (including reducing repetition and dropouts) of the formal primary school. Several factors are believed to contribute to this problem. The inability to pay tuition and buy uniforms and materials, is the reason most often cited by parents. A compounding factor is that parents tend to feel more protective of female children; in rural

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[1] A survey of 83 households in Mirebalais and surrounding rural areas is being carried out by Gertrud Chiel as part of a Master's thesis under the direction of the University of Humbolt, Berlin, Germany and in conjunction with Harvard University. This study will be replicated in another area of Haiti and is expected to be completed in January 1998.

areas where schools are some distance from the home, parents may hold girls back until they can be accompanied by a sibling. Girls who enter school late have a far greater chance of dropping out for reasons such as their more advanced physical development and concomitant lack of skills compared with other children who enter at the appropriate age. The problem of overage girls reflects a primary school subpopulation that is, in many ways, destined to fail.

The resulting loss of girls from the primary school system is one of the most significant factors undermining the larger development goals of alleviating poverty, increasing food security, and reducing family size. It is a logical assertion that this population is especially vulnerable to early pregnancy; possible domestic abuse; limited economic opportunities; and, consequently, limited contributions to their families, communities, and society. The importance of identifying strategies that facilitate girls' entry into primary school at the appropriate age and increase consistent attendance, grade retention, and completion rates for girls cannot be overstated. For example, informal vocational training for young women and girls, targeting overage females in the primary cycle, is an opportunity to provide a program for a vulnerable, high-risk population. Informal vocational training would not only benefit overage children by providing them with useful new skills, but also reduce accommodation costs within the formal primary school system.

Vocational Training

The sheer number of students in this subpopulation of school children (overage females) could almost refill all primary schools in Haiti. Parallel programs would further reduce the rate of pregnancy associated with this high-risk population of girls. Assessments should be conducted to determine the types of vocational training where resources could be focused to avoid increasing competition among women who do or sell the same things. Market-oriented, nontraditional training programs in agribusiness, for example, have proven far more successful and often less costly during the past decades than traditional vocational training in skills. Additionally, portable skills not directly tied to a specific community but linked to a region's economy or the global economy can significantly enhance women's potential mobility and ultimate productivity.

The high proportion of women currently participating in the manufacturing and assembly sector warrants further investigation to determine additional linkages or skills that are in demand. Identifying existing programs to strengthen may benefit a particular region.

Barriers to girls' and women's full participation in Haiti's economy and society persist, thwarting the productive potential of the female population. This participation is an important indicator in the Improved Human Capacity SO, because women constitute the majority of the Haitian population. Interventions that facilitate girls' participation in schooling and women's participation in the workforce are key to building the human capacity necessary to overcome economic, social, and cultural obstacles to development.

A basic education also results in a desire for fewer children along with an increasing awareness of the need to educate those children. Schooling also passes on skills that women can use to improve the health of their families. Literacy and numeracy skills prepare women to be more productive in the formal and informal workforce as well as at home. Where women's lives are restricted to domestic or undervalued activities, as in Haiti, school can provide an opportunity for the development of greater self-esteem, confidence, and new communication skills.

STRATEGIC APPROACHES TO GENDER INTEGRATION IN THE PROGRAM AREA

This section of the G/WID technical assistance team report provides suggestions for gender integration in the Mission's newly created SO1: Improved Human Capacity. Discussions with key Mission personnel suggest a possible expansion of Improved Human Capacity to include a Workforce Development[2] component and a reorganization of the Mission's Training Office, currently in Financial Management. Expansion to a vocational education component offers opportunities for the inclusion of girls and women from the beginning of the program. The incorporation of components of the Civil Service Reform activity (for example, re-training civil servants) in the PAR project, currently under the direction of PCPS, has also been considered.

Two basic education projects are included: Incentives to Improve Basic Education, which is scheduled to end in March 1998, and Education 2004, which has just started. Both projects were previously under SO3 (Smaller, Healthier Families). Discussion of the components and approaches to incorporating them into the Improved Human Capacity SO are under way but have not yet been fully articulated. What follows is partially based on the organization of the strategic plan under the Global Bureau's Center for Human Capacity, and includes suggestions for gender integration. This document is not intended to be a recommendation for adoption as the Mission's Improved Human Capacity SO, but to provide ideas for the newly created team as it begins to engage in a collaborative process with partners and customers. Because Education 2004 is currently the centerpiece of the Improved Human Capacity SO, gender integration within its existing framework is emphasized. The discussion of the Workforce Development component focuses primarily on the status of women in the workforce combined with a strategy to prepare young women and girls for greater participation in the economic and social development of Haiti.

Consideration has also been given to the reporting burden. Suggestions that are easily incorporated into the current reporting requirements are provided. Efforts should be made to include some discussion of data collection in the Results Report and Resource Request (R4) text, particularly when there are discrepancies in available gender data. Further, where qualitative data are collected or anecdotal information is available, it would be advantageous to include it in Mission reports. It is also important to acknowledge that good, reliable, baseline data do not exist. For gender reporting, it may be necessary simply to gather the data over time until they begin to yield meaningful results — a point that should be clarified in Mission reports to Washington. Because data collection involves costs, the mission and its SO teams must determine priorities and identify approaches, recognizing contractor costs and budget limitations.

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[2] A recent USAID/Haiti document (untitled [briefing paper for Oct 17, 1997, Secretary of State visit]) that delineates budget options for FY 1999 includes this proposed expansion and describes it in terms of vocational education.

A Paradigm for Discussion

There are various ways to define and describe the Improved Human Capacity SO. The sample paradigm that follows is a tool for discussion and includes two primary components: (1) basic education and (2) workforce preparation. Basic education follows the existing Education 2004 framework. Workforce preparation allows the Mission, and particularly the Improved Human Capacity SO, to easily incorporate its training activities as well as any new activities developed around formal or informal vocational education. The Mission may want to consider creating a special objective for activities under its Civil Service Reform training component because it is unclear whether this will actually come to fruition, and may exist only as a short-term, specialized activity. It, too, could be easily accommodated within the workforce preparation framework.

The Mission may also want to consider target populations and age ranges. For example, basic education targets primarily 6- to 12-year-olds. Depending on school selection under Education 2004, rural school populations may be targeted. Under workforce preparation, the Mission may want to target 13- to 24-year-olds (an estimated one-third of the population), to emphasize youth. Describing the targeted populations may facilitate the focus of the Improved Human Capacity SO. If the training best serves an older population, the age range could be extended to accommodate the appropriate group. Targeting a percentage of girls and women to benefit from workforce preparation activities will enhance the SO's strategy and thus the Mission's ability to achieve its goal of reducing poverty by improving food security and strengthening democracy.

A SAMPLE PARADIGM

Mission Strategic Objective: Reducing Poverty by Improving Food Security and Strengthening		
SO: Improved Human Capacity		
Comments	**Basic Education**	**Workforce Preparation**
■ Highest Order ■ Includes all donor/bank input	Achieve universal education and close gender gap by 2015	Achieve demand-responsive workforce training by 2015
Result No.1	Increase primary school completion rate by 2 percent each year (close gender gap by 1 percent each year)	Increase acquisition of skills that enable economic and social productivity
Measurement	Pass rates of National Examination (disaggregated by gender)	Number of males and females participating in productive activities for which they received training (formal or informal)
Source	Bureau National des Examens d'Etat (BUNEXE, a special bureau of MENJS)	Training data

Basic Education

Two activities currently comprise the basic education component: (1) Incentives to Improve Basic Education and (2) Education 2004.

Rationale. The relationship between education and human capacity development is well established. Simply stated, no country has achieved significant economic growth without first having attained universal primary education. It is clear that education improves income distribution, increases saving, encourages more rational consumption, enhances the status of women, and promotes adaptability to technological change. Schooling improves the productive capacity of society and its political, economic, and scientific institutions. Primary education has a well-documented impact on areas such as family health and infant mortality. Furthermore, education forges national unity and social cohesion by teaching common mores, ideologies, and languages. It is a cornerstone in building a democratic society. All data underscore the potential return on investment of increased education levels. Activities that focus on improving the quality and efficiency of basic education are essential to the long-term goal of achieving universal primary education. Such activities provide the required foundation for building the human capacity necessary for economic, social, and cultural development.

The sample paradigm identifies achieving universal education as the highest order because, by definition, it includes the concepts of: (1) access to all; (2) quality, as defined by a minimum of 75 percent of the children achieving literacy and numeracy upon completion of the primary cycle; and (3) efficiency, as defined by children completing primary school in the prescribed six-year time frame at the appropriate age. Education 2004 specifically targets resources for improving the latter two components — quality and efficiency. Whereas subindicators measure each of these, primary school completion rates reflect the combined effect of the various interventions. The projected time frame of 2015 has not been subjected to population regressions against projected levels of funding, but it is likely to approximate the achievement date of this objective. The highest-order objective necessarily includes the activities of all donors, not just USAID.

Comments on Gender Integration. Incentives to improve basic education currently include two intermediate results (IRs): (1) Improved National Education Policy and (2) Improved Quality of Primary Education. Indicators associated with the Improved National Education Policy are short-term activities and are basically measured by a "yes" or "no" (document completion and submission by a certain date). Of the two indicators associated with this IR, only one will be reported in the next R4, and then for the last time. It is not recommended that a gender focus be applied to this IR. However, when the GOH's National Education and Training Plan becomes a reality, activities can and should include an emphasis on girls' education. This emphasis can be given through the Mission's follow-on education project, Education 2004.

Education 2004 addresses some of the gender issues in its supporting documentation and plans to have all reported data for its indicators disaggregated by gender. Further, there is a gender-specific indicator that reports data on girls' attendance rates in those schools where Education 2004 introduces interventions (see table below entitled "Education 2004 Results Framework"). Additionally, Education 2004 plans to provide a few small grants to grassroots organizations that propose innovative ideas for schools or research components stimulating community participation and possible solutions or strategies for overcoming barriers to girls' participation. These activities may prove extremely useful to furthering the knowledge base because minimal data have been gathered. The community PTA component plans to develop some distance education modules targeting parents to address girls' participation. All of these activities are positive steps in addressing gender barriers within the community and at school.

Workforce Preparation

There are no existing activities under this component.

Rationale. "Workforce preparation" is typically associated with vocational education and training but can also include the full range of training formats such as school-based training, on-the-job training, and re-employment training. Workforce preparation provides individuals with skills that enable them to contribute economically and socially. Further, skill development or enhancement targeting women is clearly linked to promoting economic development, reducing birthrates, and contributing to full participation in a democratic society. Developing individuals for the workforce, particularly women, begins with improving basic skills in literacy and numeracy to provide a foundation for more complex technical skills. Simply stated, workforce preparation is one of the most important tools for increasing the capacity and empowerment of people. It is a tool that channels unskilled labor in directions that benefit the individual and the family through increased income and self-sufficiency.

The Education 2004 Results Framework

EDUCATION 2004 RESULTS FRAMEWORK

IR	Indicator	Unit of Measure	Gender Assessment Suggestions
IR 1 Increased Primary Cycle Completion Rate			
IR 1.1 Improved Quality of Primary Education	IR 1.1.1 Increased Number of Teachers and School Directors Trained	FONHEP data & contractor data	Disaggregate trained teachers and directors by gender
	IR 1.1.2 Increased Number of Directors Trained in School Administration	FONHEP data & contractor data	Disaggregate trained directors by gender
	IR 1.1.3 Increased Number of Textbooks to Primary Students	Contractor data	Disaggregate number of textbooks received by gender
	IR 1.1.4 Increased Delivery of Materials to Primary Students	Contractor data	Disaggregate number of students receiving school materials by gender
	IR 1.1.5 Increased Provision of Innovative Technologies to Primary Students	Contractor data	Disaggregate number of students participating in innovative instruction by gender
	IR 1.1.6 Increased Parent Participation in Community Schools	Contractor data	Attempt to obtain estimates on gender breakdowns for PTAs; focus on women taking leadership roles
	IR 1.1.7 Increased Number of Primary Schools that Improve Learning	Contractor data	Not applicable. If all-girls schools result in high achievement, please note
IR 1.2 Improved Primary School Efficiency	IR 1.2.1 Decreased Student Repetition Rate	School data	Disaggregate number of students repeating by gender

IR	Indicator	Unit of Measure	Gender Assessment Suggestions
	IR 1.2.2 Decreased Student Dropout Rate	School data	Disaggregate number of students dropping out by gender
	IR 1.2.3 Decreased Teacher Turnover Rate	School data	Disaggregate number of teachers who leave the school by gender
	IR 1.2.4 Decreased Teacher Absenteeism Rate	School data	Disaggregate number of teachers with high absenteeism rate by gender
	IR 1.2.5 Strengthened Service Delivery Networks	Contractor data, FONHEP, etc	Gender not applicable
	IR 1.2.6 Increased Sustainability of FONHEP	Contractor data, financial reports and projections, business outside of USAID	Gender not applicable
	IR. 1.2.7 Strengthened Collaboration of Public and Private Education Sectors	Joint activities, meetings, observations, reports, etc.	If possible, observe roles of women participating in the collaborative/negotiating process (qualitative analysis)
IR 1.3 Increased Average Girls' Attendance Rate as Percentage of Girls Enrolled		School data	Compare to boys' rate of attendance
IR 1.4 Improved National Framework for Educationally Sound Policy	IR 1.4.1 Increased policy analysis and policy documentation production	Number of policy sessions, documents, etc.	Observe what role women are playing in this process (qualitative analysis)
	IR 1.4.2 Passage of enabling legislation for educational reform	Parliamentary vote	Gender not applicable
	IR 1.4.3 Increased implementation of regulations impacting primary education	Contractor reports, regulations issued by GOH	Gender not applicable
	IR. 1.4.4 Increased national budget allocation to primary school	GOH annual budget	Gender not applicable
	IR 1.4.5 Increased organization participation in educational policy development and or implementation	Number of local groups participating in policy	Note if there are any all-women groups emerging or pressure from female action groups - qualitative analysis

Integrating Gender Issues into Teacher Training

The addition of a module to address gender issues in the classroom could be easily integrated into Education 2004 teacher and school director training. Models exist that could be adapted for use by

FONHEP in its planned training program. Under the Advancing Basic Education and Literacy I project, a training of trainers curriculum was developed by Creative Associates that included the manual, "Beyond Enrollment," and additional curriculum materials. Pilot studies showed a significant impact on the teachers trained. The materials are about to be fully tested in eight countries, with materials being translated into French for Francophone countries. The materials focus on practices that enhance girls' participation in the formal primary school and emphasize school attendance, retention, and completion.

Such a module may serve as an excellent tool for Haiti's primary school teachers. With some minimal technical assistance and translation into Creole, it could be a positive and effective intervention. Following the Ministry of Education's recently approved modular teacher training curriculum, the introduction of the "Equity in the Classroom" curriculum module[3] for teachers could prove timely and attractive to MENJS.[4]

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[3] This aims to provide all students with skills that enable them to participate and contribute to economic and social productivity. One approach to achieving the desired outcome is to support the development of a national training system for youth that may focus on agribusiness, manufacturing, and service sectors. For example, targeting 14- to 17-year-olds may ameliorate the persistent problem of overage students in the formal primary school system.

[4] Universal education is generally defined as achieving: (a) educational access by all those in the primary-school-aged population (estimating a 95 percent entrance rate in primary school at appropriate age); and (b) a minimum of 75 percent primary completion rate with basic literacy and numeracy skills. International statistics on completion rates typically strive to include all primary-school-aged children. Haiti's elaboration of its National Education Plan 2004 projects a 100 percent completion rate by 2004. It is unlikely that this objective is attainable in the time frame projected. Further, no nation has attained 100 percent primary completion rate because statistics include deaths, children with special needs outside the formal system, and national bell curves of basic intelligence, which theoretically exclude an estimated 3 percent of the population, at a minimum, from achieving basic skills. An estimated 75 percent completion rate is considered necessary for transition into secondary or vocational/technical schools so as to produce an adequate literate and numerate base for entrance into the labor force. The Ministry of Education currently does not collect or have data on children without access to school or outside of the public primary formal system. Subsequently, the projected target of 100 percent completion rate is appropriate because the total school-aged-children population is not captured. This has implications for girls' education as girls not currently in the primary system are not accounted for, and data about girls who do not enter the primary school system are not collected nationally in any systematic manner.

Attachment 1 (2 pages)

Barriers to Girls' Education in Haiti and Links to Institutions and Groups, Approaches, and Outcomes

Attachment 1
page 2 of 2

PART II

GENDER INTEGRATION IN SO 2:
INCREASED SUSTAINABLE INCOME OPPORTUNITIES

Women are the absolute majority of the Haitian population. In addition to their own welfare, they are responsible for the welfare of children. Women head 28 percent of all Haitian households. Thus the lack of revenue-enhancing opportunities for women perpetuates the wretched poverty under which 80 percent of Haiti's population lives, and is a major constraint to Haitian economic development. The lack of economic opportunities for women:

- Reduces the ability of households to afford school fees for children, and constrains girls' access to education by reducing the economic payoff for investing in schooling for girls.

- Contributes to sustained high fertility, which in turn affects women's health and nutrition, and their productivity in work activities.

- Keeps women in subordinate and disempowered positions that discourage their entry into civil and political life, perpetuating their position as passive rather than active participants in their households and communities.

GENDER ISSUES IN INCREASING SUSTAINABLE INCOME OPPORTUNITIES [5]

There is a two-way relationship between gender and economic policy: economic policies can have different impacts on women and men, and often the success or failure of economic policies depends on the recognition of women's and men's different economic roles and constraints. Women must be recognized as agents of economic development for reasons of equity and efficiency. The equity argument concerns the right of women to enjoy the benefits of growth policies, as well as their right to fuller participation in economic and social life. The efficiency argument holds that women make significant contributions to the economy at both the national and household levels. These contributions provide families with income required to meet basic household needs. In 28 percent of Haitian households, these contributions provide the primary source of income.

Gender-based constraints that affect women's economic participation include: the dual work roles of women in paid and unpaid labor, women's limited control over household and community resources, women's limited household and community decision-making opportunities, and the structure of the labor force. Because of their child care and household responsibilities, women often experience limited physical mobility and limited time to allocate to income-earning opportunities (including training).

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[5] Material for this section was taken from *Gender and Economic Participation: A Review of the Literature*, prepared for the Bureau for Global Programs, Center for Economic Growth, Office of Economic and Institutional Reform by Coopers & Lybrand L.L.P, Private Enterprise Development Support Project III, January 1995.

Gender-typing of jobs affects women's income-earning potential and their participation in training and income opportunities.

Gender is important in private sector development for four basic reasons:

1. Women are important contributors to household financial resources.

2. Women spend their private enterprise earnings on household goods and services.

3. Women's firms contribute to national economic growth (although their contribution is frequently not reported in national accounting statistics).

4. Women's participation in the private sector as employees, managers, and entrepreneurs can empower women by increasing their financial independence and access to and control over resources.

Women have been "pushed" and "pulled" into participating in the private sector. Economic crisis and economic reform have "pushed" women into starting businesses or seeking employment in private firms. They have been "pulled" into the private sector because of urbanization or economic transition. Although the majority of women in the private sector work in the informal sector in microenterprises, there are women working in all sizes of firms in all sectors of the economy of Haiti. Women represent approximately 56 percent of the paid, nonagricultural labor force in Haiti. They represent 45 percent of the industrial labor force, and 48 percent of the services sector.

STRATEGIC APPROACHES TO GENDER INTEGRATION IN THE PROGRAM AREA

Recommendations for Increasing Sustainable Income Opportunities

The following specific recommendations were developed by the team leader working with the G/WID gender advisor. The three recommendations are designed to offer women a greater range of economic opportunities to increase their income-earning potential. Two of the recommendations address the issue of increased training for women as both business leaders and formal sector employees. The third recommendation discusses the importance of integrated gender reporting to better understand the impact of economic growth programs on women's economic opportunities.

RECOMMENDATION I: Create a training cell within economic growth programming to train women in business leadership and economic activities. The objective is to train women who are currently informal leaders to become formal leaders in business and other economic activities — for example, association membership and office holding.

●   Target women in economic activities.

●   Identify women who are already informal leaders. Partners and/or economic growth team will identify possible trainees through fieldwork such as customer surveys.

RECOMMENDATION II: Provide training to potential employees of private sector firms in appropriate skill areas on a limited basis to jump-start employment in the formal sector.

- The rationale for training provision to the private sector includes mitigating the disruptive effects of the embargo, overcoming the inability of government to improve the business climate, and increasing formal sector employment for women and men.

- USAID participation in funding of training would be short term and would finance only a percentage of training costs (for example, 75 percent of the first training session; 50 percent of the second; 25 percent of the third; and no funding after third).

- Employers would absorb some of the costs of training.

- Client firms would guarantee employment to all trainees who successively completed training.

RECOMMENDATION III: Require detailed explanation of male and female participation data in all reports and presentations by USAID/Haiti and partners to clarify economic constraints and opportunities.

- Where relevant, provide narrative text to explain the numbers in tables showing male and female participation rates.

- Explain responsibilities of women and men selected for extensionist positions.

- Analyze who occupies decision-making roles in NGOs, farm groups, and credit selection committees of village banks. For example, village bank clients are more than 90 percent female, but credit selection committees are all male. Clarify actions needed for women to become more active in decision-making roles

- Include female and male examples in reports on best practices and program/project activities.

Mainstreaming Women in Activities

The following outline provides a blueprint for mainstreaming women in economic growth projects. In addition to integrating gender into IRs and indicators, mainstreaming women must be specifically addressed in two areas of socioeconomic programming: project development with partners, and economic growth strategies. An outline of the basic areas in which attention to gender is critical is provided below.

Project Development Components

Gender must be an integral part of the design and implementation phases. Gender integration after the fact does not work. As a project is designed, implemented, and monitored, gender must be a guiding issue.

A. DESIGN. From the outset, specific indicators and results that the economic growth team deems critical must be included. Other factors, including the impact of activities on other sectors and potential synergies with cross-cutting issues, must be considered.

1. Consider overall Mission goals;
2. Include economic growth indicators and results; and
3. Assess impact and linkage with other SO indicators and results.

B. CONTRACTOR/PARTNER SELECTION. Selection of partners to carry out projects should include specific discussion of gender integration issues to ensure that they understand and are capable of integrating gender effectively within each project component.

1. Include presentation of gender integration issues with other issues.
2. Provide education on gender integration in project objectives.

C. IMPLEMENTATION. A focus on gender issues must be maintained.

1. Reflect the target population in selecting trainers and trainees.
2. Consider socioeconomic impact on women and men.
3. Recognize gender barriers in participation selection criteria.
4. Address biases and societal preconceptions in working area.
5. Share information with other programs working in the area under other SOs, including approaches to gender integration.

D. MONITORING AND EVALUATION

1. Collect gender-disaggregated data.
2. Collect information on gender issues for narrative text.
3. Explain background information on gender-disaggregated data.
4. (Partners must) include data on D1-D3 from impact survey and focus groups.

E. ANALYSIS. Reporting of project results in R4s and other documents should provide the type of information that assists policy makers in continuing current activities or developing new approaches to address existing conditions.

1. Report gender-disaggregated data in appropriate user-friendly tables, not in annexes.
2. Include explanatory information in narrative text with tables.
3. Use women's activities as well as men's activities in illustrations (such as boxed text, photographs, and examples of best practices).
4. Discuss differential impacts on men and women and appropriate adjustments made in the project.

Economic Growth Team Strategies

These issues should be considered as the team participates in consumer surveys, project design, and future programming efforts.

A. ENSURE THAT GENDER ISSUES ARE INTEGRATED WITHIN DISCUSSION OF OTHER ISSUES IN MEETINGS. Team and partner meetings must ensure that gender issues are integrated within the broader sectoral discussions — of the private sector, agriculture, and the environment, for example — rather than as add-ons:

B. LINK ECONOMIC GROWTH ACTIVITIES WITH PROGRAMMING UNDER OTHER SOs. There appear to be cross-cutting activities with other strategic objectives that the economic growth team could enhance. These include microfinancing projects linked to reproductive services; improved rural vocational education, which includes improved conservation practices; and the impact of training for rural extension agents that would empower them to participate in broader political processes.

C. PLAN INTEGRATION OF GENDER ISSUES BEFORE FIELD TRIPS/MEETINGS. **Before** the economic growth team participates in outside meetings, members should discuss gender integration strategies and issues for presentation or inclusion. Examples include the following field trips and meetings already scheduled:

1. Customer Survey Focus Groups, December 1997. Team members should include gender issues in questionnaire development, identification and selection of interviewees, and interview sites.
2. Meetings with Partners (ASSET "Lessons Learned," December 1997).
3. Economic Growth Donor Meeting (March 1998, Dominican Republic)

INCREASING SUSTAINABLE INCOME OPPORTUNITIES

IR	Indicator	Unit of Measure	Gender Assessment Suggestions
IR2.1: Increased Investment / Productivity Private Sector Firms	IR 2.1.1 Businesses Created / Reopened	Number of Businesses	Disaggregate business ownership, size, type of firm by gender
	IR 2.1.2 New Jobs Created or Saved	Number of Jobs	Disaggregate number & type of job incumbents by gender
IR 2.2: Increased Sustainable Hillside Agricultural Productivity	IR 2.2.1 Increase in Hillside Crop Yields	MT/ha	Not applicable
	IR 2.2.2 Farmers Using Sustainable Practices	Number of farmers	Disaggregate new, old, independent, total farmer classifications by gender
	IR 2.2.3 Hectares of Hillside Farmland USAID assisted	Number of hectares	Not applicable
	IR 2.2.4 Agro-Forestry Trees Planted	Trees in millions	Not applicable
	IR 2.2.5 Percent of Induced Agricultural Practices Still Well Managed	Percent	Disaggregate farmer survey results by female/male HH and labor input
IR2.3: Increased Environmental Awareness and Actions	IR 2.3.1 Application of Sound Environmental Practices	Number of People	Structure survey to disaggregate by gender

IR	Indicator	Unit of Measure	Gender Assessment Suggestions
	IR 2.3.2 NGOs & Community Groups Participating in Environmental Protection	Numbers of NGOs and community groups	Disaggregate membership & leadership positions by gender in NGOs & groups
IR 2.4: Strengthened National Framework for Food Security & Environmentally Sound Development	IR 2.4.1 Revised or Newly Implemented Regulations Affecting Environment	Number of regulations	Not applicable
	IR 2.4.2 Food Security Policies Formulated	Number	Gender issues in food security: female involvement in policy
	IR 2.4.3 Increased Agricultural Income	Percentage	Disaggregate farmers' incomes by gender
	IR w.4.4 Change in GDP	Percentage	Majority of women's economic activity not counted

**ATTACHMENT I: SUGGESTED FOCUS QUESTIONS FOR ECONOMIC
GROWTH TEAM CUSTOMER SURVEY**

The following methodological issues and focus questions were developed by G. Morris after discussions with the Economic Growth Team in November, prior to their customer field trips undertaken the first week in December 1997. These issues and focus questions were subsequently distributed by F. Manteiga to Economic Growth Team members for discussion.

I.   Methodological issues include avoiding the following: interviewing only large business people or farmers (scale bias); speaking only with young and not old customers (age bias); and speaking only with men and not women (gender bias).

II.   Meeting with only one woman's group does not constitute integration of women's issues, nor does it provide enough information on women's economic opportunities in areas visited by economic growth teams. Lack of information on women's socioeconomic constraints and economic opportunities in customer surveys prevents the inclusion of relevant information on gender constraints in strategy development.

III.   The following focus questions were suggested for each economic growth subteam to ask all customer groups surveyed in every geographic area:

1.   What are the major economic constraints in this area?

2.   What can be done specifically to address the constraints in this area?

3.   What are the major constraints in the current economic activities of the people in the focus groups?

4.   What can be done to address the major constraints in the current economic activities of the people in the focus groups?

5.   What are the major economic opportunities in this area?

6.   What needs to be done specifically so that more people can participate in these economic opportunities?

7.   What is the level of participation in USAID projects by the people in this area or focus group?

8.   Why do (or don't) people participate in USAID projects?

9.   What are the positive and negative aspects of participating in USAID projects?

10. Have conditions improved or worsened in the last two years in this area, and in residents' lives specifically? Explain, using concrete examples. What about during the last 10 years?

IV.   There are specific gender issues to be addressed and resolved before customer field trips are undertaken:

1. It is necessary to **integrate women in various field trip interviews and focus groups** (for example, microenterprise groups, farmer groups, and conservation discussions).

2. Local people who are knowledgeable about the field trip area should provide the names of male and female **informal and formal** leaders. The field trip team should then speak with as many of these people as possible.

3. Meetings should be held with commune leaders, not just with officials of the region.

4. If businessmen are interviewed, then businesswomen should also be interviewed.

5. The economic growth team must discuss the implications of its biases in assuming that only men will attend farmers' meetings for the following reasons:

   a. Gender roles in Haitian agriculture are poorly documented.

   b. There are methodological problems in enumerating women's work in agriculture. For example, if a female assists a male farmer in planting, harvesting, and processing and does all of the marketing of the farm production, shouldn't she also be considered a farmer?

   c. Prevailing biases and societal preconceptions about gender roles in agriculture may obscure the relationship of women to agricultural production.

   d. Agricultural tasks performed by women differ widely by region, socioeconomic conditions, and household composition. For example, it has been estimated that women head 15 percent of all households in rural areas.

   e. Women who are actively involved in agriculture may need to be specifically invited to meetings for farmers; otherwise, they are likely not to participate.

6. Meetings with NGOs and farm groups working with USAID partners should integrate gender issues into the discussions (for example, participation of women as clients, paid employees, and officer positions).

7. All PLUS programs, which include soil conservation activities, bio-intensive vegetable gardens, fruit-tree grafting, and tree planting, have male and female participants, and therefore both women and men should be represented in meetings and focus groups on these activities.

8. Women heads of households should be included in any focus groups or programs for activities or subsectors in which these women participate.

9. Field trip teams should ascertain whether there are any women in areas visited who have been trained as extensionists and talk with them about the socioeconomic impact this training has had on them. Some female extensionists have gone on to hold elective office. Have any of the female extensionists in this area done so?

10. If coffee or mango areas are visited, the teams should determine who is participating in the coffee or mango cooperatives or farmers' groups in terms of elected offices and employment positions. There appear to be **no women holding elective offices at the association level**

at the 24 coffee associations, a fact that then precludes them from entering Federation-level positions. Why is this the pattern? Are there informal female leaders who might be "groomed" for future office holding?

11. If plantain and cassava (manioc) processing areas are visited, the field trip teams should find out who benefits from this value-added production, and who is involved in the various stages of production, from raising the crop, harvesting, and processing to marketing and selling flour in urban areas.

PART III

GENDER INTEGRATION IN SO3:
SMALLER, HEALTHIER FAMILIES

GENDER ISSUES IN REPRODUCTIVE HEALTH AND NUTRITION

Women's health and nutrition status reflects Haiti's high poverty rates: an estimated 65 percent of the population of 7.2 million is below the poverty line, and poverty afflicts 80 percent of the rural population. Further, the population is young — 40 percent under age 15 — and increasingly female. The male population in nearly all age groups over 10 years and in all parts of the country has dropped drastically compared with the 1982 census. According to the 1987 EMMUS survey, the number of males per 100 women had dropped to 82.8 overall and 58.8 for males aged 25-29, probably because of male emigration. Internally, more women migrate from rural to urban areas, largely because of their lack of access to land and economic opportunities; in 1995 there were 125 women for every 100 men in Haiti's cities.

Women now head 28 percent of Haitian households. This phenomenon has serious consequences for women, who must compensate for men's absence both within the family and in the economic support of the family. Job and income-generating opportunities for the poor and uneducated majority are severely limited, and living standards have fallen further below already low levels in recent years. It is clear that the intense pressure of trying to sustain even the most minimal level of subsistence has repercussions on both the physical and mental health of women.

Health Concerns

To try to obtain economic support from men, women bear children to try to cement the relationship, but the instability of informal conjugal or sexual unions, particularly in the cities, often leaves women responsible for the support of numerous children from prior unions, even when they are currently in a relationship that may (or may not, according to the type of union) provide support for children with their current partner. Women, particularly those faced with major or sole responsibility for their families, must expend high levels of energy on income generation, often under difficult and risky working conditions, while maintaining their heavy domestic workloads.

In rural areas, women must expend a great deal of time and energy obtaining water and fuelwood. A recent study by UNICEF revealed that women spend an average of six hours per day on these tasks, consuming approximately 1,200 calories. These energy expenditures must be considered in relation to prevalent under-consumption of calories and protein, estimated at 20 percent and 30 percent less, respectively, than the minimum recommended level of 1,900 calories per day. Although gender-disaggregated consumption figures are unavailable, it is very likely that women's caloric and protein consumption is disproportionately low because women tend to give first priority to their children and their male partners in distributing available food, while making do themselves with whatever is left over. The effects of poverty and female malnutrition are also evident in the percentage of low-birth-weight newborns (estimated at 15 percent in 1990) and the high level of anemia among pregnant women (39 percent).

Figures on reproductive health in Haiti are often out of date or of dubious quality, if they exist at all, but the problematic situation faced by women is clearly indicated by the available figures.

- Life expectancy at birth for women was 54.4 years in 1988; overall life expectancy at birth in 1992 was estimated at 57 years, figures that are extremely low for the LAC region.

- Maternal mortality is 1,000 per 100,000 live births (1996); principal causes are hemorrhage, eclampsia, septicemia, and abortion.

- The average number of children per woman aged 15-49 is 4.8 (1992-1994).

- The national contraceptive prevalence rate is 18 percent (1994-1995).

- The percentage of births with some type of complication is 25 percent.

- The adolescent pregnancy rate (under age 19) is 76 per 1,000 births (1992-1994).

- The percentage of women among the HIV-positive population was 50 in 1993, up from 10 percent in 1980.

- The percentage of pregnant women who are HIV-positive is 5 to 8 percent.

- The percentage of the population with access to primary health services is 50. Note that "access" here means only that there is a health establishment within 10 kilometers. It does not mean that the establishment has the necessary personnel, equipment, or supplies; 75 to 80 percent of health resources are concentrated in urban areas, where 30 percent of the population resides.

Empowerment

In addition to the general issues of access to services and the quality of those services, gender roles and stereotypes as well as cultural patterns governing sexual relations affect women's reproductive health. These include use of family planning and exposure to sexually transmitted infections, as well as women's overall health, nutrition, and general sociocultural status.

- Strengthened advocacy capability is needed for women's reproductive health and rights issues including domestic and sexual violence. Civil society advocacy groups for such women's empowerment issues could benefit from greater support in developing leadership, communication, and networking skills, as well as from the financial and material resources necessary for effective outreach on a larger scale. Both kinds of support would increase women's awareness of health and family planning issues, of their right to make reproductive and sexual decisions, and of their human right to live free of violence and abuse.

- Women's participation in decision making and leadership must be strengthened to address health issues at the community level, and to promote women's awareness and action on reproductive and child health, nutrition, water, and sanitation and other community needs.

- Increased employment and income for women could be made available through the health system by training and placing women as health workers, using women microentrepreneurs in social marketing, and supporting women's groups in producing weaning foods or other nutritious food products.

- Health services should be improved to treat both women and men with sensitivity and respect, and to work with both sexes to counteract misinformation and gender stereotypes that hinder achievement of health objectives. This is particularly important with regard to sensitive issues such as the prevention and treatment of AIDS and other sexually transmitted infections and diseases, use of contraceptives, and domestic violence.

- Programs are needed to strengthen women's ability to negotiate sexual and reproductive decisions with their partners, and to help men understand women's rights to an equal role in such decisions.

- Equitable gender attitudes and relations, and responsible sexual behavior and family support patterns, should be promoted among young people of both sexes.

- A comprehensive and integrated approach is needed to address the underlying issues of poverty, inequality, and lack of opportunity, which inhibit progress in improving health and reducing fertility. This would involve intensive and coordinated interventions to improve girls' educational attainment, improve economic opportunities and earning potential for women in both the formal and informal sectors, and improve women's sociolegal situation by addressing inequities in both law and practice. Together these activities would increase women's voice in public policy, and reduce the barriers posed by domestic and sexual violence to women's self-esteem and autonomy in all areas of life.

STRATEGIC APPROACHES TO GENDER INTEGRATION IN THE PROGRAM AREA

The attached draft results framework, developed in collaboration with the Population, Health, and Nutrition SO team, incorporates a wide range of suggested results and activities and suggests indicators to measure achievements. Because the strategy development process is still in its early stages, this draft can be considered a list of possible activities and indicators. Most of the actions outlined should be feasible within the context of the Mission's program and resources.

An integrated approach across the entire Mission strategy is recommended with regard to the broad objective of women's empowerment. This includes SOs dealing with human capacity development, democracy/administration of justice, and economic growth. Within the SO encompassing Population, Health, and Nutrition, the women's empowerment issues outlined in the previous section should certainly be addressed, and actions and indicators to address and measure them are included in the draft results framework. Those covered by other sectors are also listed under IR 5, set off in italics. Similar suggestions are being made to the other SO teams by other members of the gender team to facilitate coordination and integration.

SUGGESTIONS FOR GENDER INTEGRATION INTO THE STRATEGY

SO 3: Smaller, healthier families

Indicators

➤Total fertility rate;
➤Infant mortality rate;
➤Child mortality rate; and
➤Maternal mortality rate (or proxy measures).

IR 1: Improved public policy environment for population, RH and CS programs

Indicators

➤Supportive Ministry of Health policies; and
➤Increased public/private consensus on RH and CS policies.

Sub IR 1.1: Increased high-level support for population and health interventions

Activities

➤Facilitate advocacy efforts aimed at the President's Office, the Cabinet, and the Parliament.
➤Promote high-level awareness of the impact of population growth on other objectives (for example, food security).
➤Arrange study tours and other educational opportunities for high-level officials.

Sub IR 1.2: Strengthened Ministry of Health leadership

Activities

➤Promote policy dialogue involving advocacy groups, including those representing women.
➤Provide technical assistance in developing appropriate norms and standards.
➤Develop a system to monitor compliance with standards.
➤Strengthen the decentralized health system (UCS) through improved local leadership and management.

Indicators

➤Ministry of Health consults with advocacy groups and service providers on policies and standards.
➤Norms and standards are developed and disseminated.

Sub IR 1.3: Strengthened civil society advocacy for population, RH and CS issues

Activities

➤Mobilize organizations, including those outside the health sector, around population issues.
➤Train advocacy groups, including women's groups, in advocacy and leadership.

➤Strengthen communications capabilities and networking among advocacy groups, particularly women's groups, and between the public and private sectors (including UCS).

Indicators

➤Number of participating groups engaged in population, RH and CS advocacy; and
➤Percentage of participating groups that promote women's reproductive health.

Sub IR 1.4: Improved capacity for strategic and resource planning at all levels

Activities

➤Develop data collection and dissemination system capable of disaggregation by gender, age, locality, and other relevant variables, preferably through public/private collaboration.
➤Strengthen the analytical capacity of Ministry of Health, providers, and advocacy organizations, including their capacity to conduct gender analysis and their ability to use demographic and socioeconomic data to inform the decision-making process.
➤Promote information sharing and joint analysis by Ministry of Health, providers, and advocacy groups.

Indicators

➤A data collection system is in place and functioning.
➤Data are used by Ministry of Health, providers, and advocacy groups in decision making.

IR 2: Increased supply of and access to quality RH services

Indicators

➤Percentage of population with adequate access to services (urban and rural); and
➤Adequate quality of services (from random surveys, reports).

Sub IR 2.1: Expanded coverage of family planning services

Activities

➤Increase the number of service delivery points by establishing fixed and mobile facilities, especially in underserved areas; providing services through private doctors; collaborating with the commercial sector, including factory outreach; and conducting social marketing and community-based outreach, including use of nontraditional outlets such as tap taps (local buses on which ads can be placed), traditional healers, beauticians, and lotto posts.
➤Incorporate family planning into existing health and HIV/AIDS programs and vice-versa.
➤Facilitate implementation of complete family planning services at the UCS level.
➤Encourage integration of family planning services with programs in other areas, including use of other outreach workers such as teachers, agricultural extensionists, and credit promoters.
➤Use existing networks — for example, Food for Peace trucks and beer and cigarette distribution system — to distribute contraceptives and other goods.

Indicators

➤Number of service delivery points;
➤Number of nontraditional service delivery systems or points;
➤Coverage of underserved areas; and
➤Volume of contraceptives distributed.

Sub IR 2.2: Expanded coverage of prenatal, delivery, and postnatal services

Activities

➤Increase the number of service delivery points by establishing fixed facilities, providing services through private doctors, using mobile clinics and trained birth attendants.
➤Facilitate implementation of complete maternity services at the UCS level.

Indicators

➤Number of service delivery points;
➤Number of nontraditional service delivery systems or points; and
➤Coverage of underserved areas.

Sub IR 2.3: Expanded coverage of sexually transmitted infections (STIs)

Activities

➤Increase number of service delivery points by establishing fixed facilities, providing services through private doctors, using mobile clinics and trained birth attendants, and providing outreach through places of employment.
➤Facilitate implementation of complete STI services at the UCS level.

Indicators

➤Number of service delivery points;
➤Number of nontraditional service delivery systems or points; and
➤Coverage of underserved areas.

Sub IR 2.4: Improved quality of family planning services

Activities

➤Implement norms and standards.
➤Train service providers and managers in quality control, including sensitive and appropriate treatment of female and male clients.
➤Train and assign appropriate medical staff to underserved areas.
➤Provide for a full range of options and contraceptive choices.
➤Develop systems to ascertain client satisfaction with services.
➤Improve physical facilities, equipment, and supplies.

Indicators

➤Percentage of personnel with appropriate skills, including gender sensitivity;
➤Compliance with norms and standards; and
➤Client satisfaction, by gender and urban or rural location.

Sub IR 2.5: Improved quality of prenatal, delivery, and postnatal services

Activities

➤Implement norms and standards.
➤Train service providers and managers in quality control, including sensitive and appropriate treatment of female clients.
➤Train and assign appropriate medical staff to underserved areas.
➤Improve training of trained birth attendants.
➤Improve recognition and referral of high-risk pregnancies.
➤Improve physical facilities, equipment, and supplies.

Indicators

➤Compliance with norms and standards;
➤Percentage of personnel with appropriate skills, including sensitive client treatment;
➤Percentage of trained birth attendants who have received improved training; and
➤Percentage of women clients satisfied with services, disaggregated by urban and rural locations.

Sub IR 2.6: Improved quality of STI services

Activities

➤Implement norms and standards.
➤Train service providers and managers in quality control, including sensitive and appropriate treatment of young and adult female and male clients.
➤Train and assign appropriate medical staff to underserved areas.
➤Improve physical facilities, equipment, and supplies.

Indicators

➤Percentage of personnel with appropriate skills, including gender sensitivity;
➤Compliance with norms and standards; and
➤Client satisfaction, by gender and urban or rural location.

Sub IR 2.7: Improved program support systems

Activities

➤Strengthen training systems (including capabilities for gender training).
➤Strengthen logistical systems.
➤Strengthen or develop monitoring and evaluation systems (including gender disaggregation).
➤Strengthen communication, information sharing, and networking among public and private service providers.

Indicator

➤Percentage service delivery sites with improved systems (training, logistical, and monitoring and evaluation).

IR 3: Increased supply of/access to quality CS services

Indicators

➤Percentage of population with adequate access to services, by urban and rural location; and
➤Adequate quality of services.

Sub IR 3.1: Expanded coverage of CS services

Activities

➤Increase number of service delivery points by establishing fixed facilities, providing services through private doctors, using mobile clinics and community health workers.
➤Increase coverage of key services, including IMCI, immunization, ORT, and ARI.

Indicators

➤Number of service delivery points;
➤Number of nontraditional service delivery systems or points;
➤Coverage of underserved areas; and
➤Percentage of service delivery sites offering IMCI, immunization, ORT, and ARI services.

Sub IR 3.2: Improved quality of CS services

Activities

➤Implement norms and standards.
➤Train service providers and managers in quality control, including sensitive and appropriate treatment of clients.
➤Train and assign appropriate medical staff to underserved areas.
➤Improve training of community health workers.
➤Improve key services, including IMCI, immunization, ORT, and ARI.
➤Improve identification and follow-up of low-birth-weight babies.
➤Improve recognition and referral of serious illnesses.
➤Improve service providers' capacity to promote safe drinking water and sanitation practices.
➤Improve physical facilities, equipment, and supplies.

Indicators

➤Compliance with norms and standards;
➤Percentage of personnel with appropriate skills, including sensitive client treatment;
➤Percentage of community health workers who have received improved training;
➤Percentage of mothers satisfied with services, by urban and rural locations; and
➤Percentage of service delivery sites with improved key services, including IMCI, immunization, ORT, and ARI.

Sub IR 3.3: Improved program support systems

Activities

➤Strengthen training systems (including capabilities for gender training).
➤Strengthen logistical systems.
➤Strengthen or develop monitoring and evaluation systems (including gender disaggregation).
➤Strengthen communication, information sharing, and networking among public and private service providers.

Indicator

➤Percentage of service delivery sites with improved systems (training, logistical, and monitoring and evaluation).

IR 4: Improved nutritional status of children and pregnant/lactating women

Activities

➤Promote consumption of nutritious local food products by women and children.
➤Promote local production and use of nutritious and inexpensive weaning foods.
➤Increase health service delivery sites with integrated nutrition package.
➤Train community health workers and trained birth attendants to recognize and refer malnutrition cases.

Indicators

➤Percentage of service delivery sites with integrated nutrition package;
➤Incidence of malnutrition in children under age 5; and
➤Incidence of malnutrition in pregnant/lactating women**.**

IR 5: Increased demand for RH/CS services through empowerment of women

Indicators

➤Number or percentage of women and men seeking RH services (family planning, maternity, STI);
➤Number or percentage of women and men family planning acceptors;
➤Contraceptive prevalence rate; and
➤Number or percentage of children receiving CS services.

Sub IR 5.1: Better informed population on child and reproductive health and family planning

Activities

➤Promote consistent health and family planning messages aimed at women and men, taking into account the need to counteract misinformation and gender stereotypes that inhibit use of health/family planning services or HIV/AIDS prevention.
➤Inform women and men of their right to plan the number and spacing of children, and the adverse health and other effects of too many and too closely spaced pregnancies.
➤Inform women and men on contraceptive choices.
➤Train women in sexual negotiation skills to support use of family planning, HIV/AIDS prevention, and reduce the risk of domestic and sexual violence; provide complementary sensitization programs for men.
➤Inform women and men on how to improve drinking water safety and sanitation.
➤Enlist existing grassroots women's and men's groups into a community-based health information strategy, and identify, train, and support local leaders who can reach both women and men with information, counseling, and supplies.

Indicators

➤Number or percentage of women and men with accurate knowledge of family planning benefits and methods;
➤Number or percentage of women and men with accurate knowledge of STI and HIV/AIDS transmission and prevention;
➤Number or percentage of mothers and fathers with accurate knowledge of key child health measures (including ORT, ARI, immunization, nutrition, safe water, and sanitation);
➤Measurable change in attitudes and practices relating to sex and RH, including family planning and STI (women and men); and
➤Incidence of domestic violence among couples trained in negotiation skills compared with control group.

Sub IR 5.2: Improved intersectoral linkages to increase women's awareness of, demand for, and participation in the full range of development opportunities available in the program service area

Activities

➤Provide information through health service personnel and community outreach workers to help mobilize women's demand for sociolegal, democracy and civic participation, education, vocational training, and economic growth programs in the service area.
➤Create intersectoral mechanisms to coordinate and publicize the development interventions in the program area to facilitate access and participation, especially by women.

Indicator

➤Percentage of women participating in health/family planning programs who also participate in development programs in other sectors (disaggregated by program — education, vocational/workforce training, economic growth, democracy/legal).

Sub IR 5.3: Improved sociolegal situation of women

Activities

➤Support advocacy to enhance reproductive rights.
➤Train health providers (especially those providing RH services) to recognize, treat, and counsel victims of domestic and sexual violence, and to refer them to judicial and support services.
➤Promote community support groups for victims of domestic and sexual violence.

Activities in conjunction with democracy/administration of justice program

➤Support advocacy to eliminate gender discrimination in laws and regulations governing the definition and enforcement of domestic and sexual abuse and custody of children from informal unions.
➤Train judicial system personnel in gender-equitable enforcement of the law.
➤Support special police and judicial services for victims of domestic and sexual violence.
➤Educate women and men on their full range of legal rights, particularly family law.

Indicators

➤KAP re reproductive rights (by gender);
➤Percentage of RH service delivery points providing services for domestic and sexual abuse; and
➤Number of functioning support groups for victims of violence.

Indicators for activities related to democracy/administration of justice program

➤Number of laws reformed;
➤Equity in enforcement practices (client survey);
➤Change in knowledge and attitudes regarding legal rights (women and men); and

➤Cases of domestic violence brought and resolved.

Sub IR 5.4: Improved education of girls and women

Activities

➤Provide health and family planning information and services in schools to reduce teen pregnancy and risk of STIs and HIV/AIDS.

Activities in conjunction with education program

➤Promote measures to facilitate girls' enrollment at appropriate age for grade to reduce the dropout rate of girls who are overage.
➤Introduce incentives to increase girls' retention in school.
➤Eliminate gender stereotyping in the curriculum, educational materials, and classroom teaching and interactions.

Indicators

➤Percentage of schools providing health and family planning information and services.

Indicators for activities in conjunction with education program

➤Primary school completion rate (by gender);
➤Age for grade (by gender); and
➤Actions to reduce gender stereotyping (curriculum, materials, teaching).

Sub IR 5.5: Enhanced economic opportunities for women

Activities

➤Train women for jobs in the health service delivery system and provide placement support.
➤Use women entrepreneurs in social marketing of health, family planning, and HIV/AIDS prevention products.
➤Train and support women's groups in health-related productive activities (for example, to produce weaning foods and other nutritious local food products for profit).

Activities in conjunction with human capacity and economic growth programs

➤Support vocational training in income-producing skills for women based on market demand rather than gender stereotypes.
➤Promote formal sector employment opportunities for women, in addition to microenterprise.
➤Improve microcredit programs carried out in conjunction with health/family planning programs to enhance economic viability and sustainability by adapting models that emphasize growth and generation of employment for other, non-entrepreneurial women.
➤Introduce financial services for women, including savings as well as credit, through linkages to existing programs.

Indicators

➤Percentage of women employed in health services delivery; and
➤Percentage of social marketing done by women.

Indicators for activities in conjunction with human capacity and economic growth programs

➤Percentage of women receiving vocational training who get jobs in their area of training;
➤Percentage of women in program area in wage employment;
➤Average wage (employment) earnings (by gender);
➤Number and volume of microcredit loans (by gender);
➤Volume of savings (by gender); and
➤Microenterprise earnings (by gender).

IR 6: Youth better prepared for responsible family life

Indicators

➤Teen pregnancy incidence in program service areas; and
➤STI rates (by gender) in program service areas.

Sub IR 6.1: Youth are informed on family planning and STI issues and methods

Activities

➤Provide STI and family planning information and education through youth-appropriate channels, including use of young outreach workers, to reach both sexes.
➤Promote responsible parenthood education.
➤Involve parents in youth education and outreach programs.

Indicator

➤KAP of youth (by gender) on family planning and STI.

Sub IR 6.2: Youth-specific services created or improved

Activities

➤Improve attention to youth by family planning providers, including special outreach programs.
➤Improve attention to youth in STI prevention and treatment programs.

Activity in conjunction with human capacity and economic growth programs

➤Improve economic opportunities for youth through training and skills development geared to market needs and employment opportunities, rather than to gender stereotypes.

Indicators

➤Percentage of family planning clients age 19 or under (by gender); and
➤Percentage of STI clients age 19 or under (by gender).

Indicator for activity in conjunction with HC and economic growth programs

➤Number or percentage of youth (by gender) trained in employment or income-generating skills.

Sub IR 6.3: More equitable gender attitudes and relations among youth

Activities

➤Promote family life education in schools, aiming at both girls and boys and emphasizing responsible and equitable gender relations.
➤Conduct single or mixed-gender (as appropriate) discussion groups on gender issues.
➤Provide counseling program for both sexes on gender relations and conflict resolution.

Indicator

➤KAP of youth (by gender) on gender issues, relations.

IR 7: Increased community mobilization in meeting health and development needs in program areas

Indicator

➤Percentage of covered communities actively involved in planning and implementation to meet needs.

Sub IR 7.1: Communities educated on health and development issues and services

Activities

➤Inform and educate community leaders (women and men) on health and development issues and services to build grassroots demand and support for services.
➤Work with community leaders to reach community members (both sexes, all social groups) to generate demand and support for services.

Indicator

➤Number and percentage of communities in service area receiving education package.

Sub IR 7.2: Communities organized to help meet own needs

Activities

➤Increase community mobilization, organization of health committees or similar mechanisms, and advocacy capacity to work with UCS and other service providers.
➤Develop community capability to gather local data (by gender, age, and other factors), assess needs and use information as a basis for decisions and advocacy.

➤Promote broad participation and representation in community health committees and other community development mechanisms.

Activity in conjunction with economic growth program

➤Promote creation of cooperatives or other mechanisms to contribute to economic development, including, for example, production and marketing of local food or other products, to increase incomes and contribute to covering the cost of needed services.

Indicators

➤Number of communities with active health committee or similar mechanism;
➤Number of communities that have conducted a needs assessment; and
➤Percentage of women and men in health committee leadership.

Indicators for activity in conjunction with economic growth program

➤Number of communities that have undertaken community enterprises or cooperatives; and
➤Percentage of women and men benefitting from such enterprises.

PART IV

GENDER INTEGRATION IN SO 4:
MORE GENUINE, INCLUSIVE DEMOCRATIC GOVERNANCE[1]

With a population that is more than 50 percent female, and with exceptionally high numbers of female-headed households, democratic governance would be extremely difficult to achieve without taking women into consideration. Statistics demonstrate that women are consistently disadvantaged compared with men in virtually every social and economic sector. Women have lower levels of literacy, education, political representation, formal and nontraditional employment opportunities, and access to resources to increase agricultural productivity. Female-headed households are on the rise, and with an exploding population, it is clear that steps must be taken to try to change the direction in which the country is moving.

Although they are the majority of the population, women participate less in decision making at all levels, and are severely under represented in public institutions, including the judiciary, parliament, and local government. As a law professor on a USAID-funded justice program explained, the social role of the Haitian women is to be "wives, mothers, and homemakers." Men frequently comment that women are too "weak" to participate in politics. Women's status in Haiti is extremely low. Women lack confidence to speak out in meetings; they are unaware of their basic human rights; and economically, politically, and socially they occupy the lowest social position in Haitian society.

Despite their low social status, women in Haiti are a key factor in sustaining their families and bear a disproportionate share of the burden of family maintenance. With the prevalence of informal polygamous relationships in Haitian society and a legal structure that protects only unions legally sanctioned by law, the majority of women and children are left unprotected, and men bear little responsibility in supporting their families. With higher fertility rates for rural and uneducated women, family planning issues are critical in Haiti, and women's economic and political empowerment bears directly on their ability to control their own fertility.

In addition, women are frequently the victims of violence — domestic violence, sexual harassment, sexual abuse of young girls, and rape. More than 70 percent of the female population have experienced some form of violence, of which 37 percent is sexual in nature. According to 1996 statistics, 46 percent of all Haitian girls have been sexually abused; 33 percent are victims of sexual abuse between the ages of 5 and 9, and 43 percent between the ages of 10 and 14. Despite this level of incidence, 66 percent of victims never report the crime, even though 79 percent can identify the perpetrators. Many women do not know they have the right to bring charges against their aggressors and that they have the right not to be beaten by their spouses.

Women's low social and economic position in Haitian society discourages their entry into civil and political life, perpetuating their lack of ability to participate in decision making in households and communities. With limited control over household and community resources, limited household and

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[1] The Democracy and Governance Advisor from G/WID was in Haiti during the customer survey and for part of the strategy development process. This provided an extremely valuable opportunity to address gender issues with officials in the field and draw attention to possible approaches to developing a gender-inclusive strategy during the process. This document addresses possible approaches to integrating gender into this SO, based on the draft strategy produced after the departure of the team.

community decision-making opportunities, and dual work and child care responsibilities, women have little opportunity to participate politically .

There is a great need to ensure women's input at all levels — national, regional, and local — where policy decisions are made and programs and policies are designed and implemented. For development and change to take place, it is essential that women's voices be heard. Women's focus on children and their future can bring a fresh voice to community decision making and local empowerment.

GENDER ISSUES IN DEMOCRACY AND GOVERNANCE

Haiti faces particularly difficult circumstances in developing democratic governance. Still in the early phases of the transition from authoritarian rule that was noteworthy for its brutal suppression of political opposition and human rights violations, the country faces enormous challenges in its bid to build a democratic society. The customer survey noted widespread dissatisfaction with a nonfunctional government, continuing human rights abuses (despite improvements), serious problems within the justice and police systems, and a broad and deeply felt need for civic education and improved, transparent local governance and local control.

Women appear to be under-represented in USAID programs. For example, a visit to a regional paralegal training program where young lawyers are trained to work with the destitute prison population, found 13 trainees — all male. Of 28 cases that had been resolved, 10 had women plaintiffs. Interviews revealed that the legal staff felt their role was to "keep the woman in the home" rather than to protect her legal rights. None of the women charged had access to legal assistance from women professionals or from men aware of women's rights and problems. In fact, the only case of domestic abuse cited by the lawyers involved a husband beaten by a woman's father and brothers. They noted they had been able to "convince the woman" to remain in the relationship, suggesting wife abuse as the cause of the dispute.

A local female judge noted that women are rarely willing to bring charges against husbands and partners, and that the police force refuses to record or to intervene in cases of domestic violence. Reports of rape are extremely rare because of the shame and social implications for the female victim. This judge brought charges herself, in her official role, against husbands in egregious cases of domestic violence. She is able to protect female victims by stating before the court that the charges are hers, and are based on her assessment of the situation, and that they in no way reflect the wishes or decision of the victim.

USAID Haiti R4 reporting includes only one statistic involving gender, and it is not in the democracy sector. There is no attempt to disaggregate data by gender, even though there are logical places to do so. Disaggregating data would help build a picture of USAID's impact on women, their access to justice, participation in the democratic process, and women's empowerment. However, qualitative information rather than quantitative data may ultimately prove more significant in understanding the legal, social, and political situation women face in Haiti.

Contractor reporting on gender is mixed, with a range of data available, from straghtforward recording of statistics in terms of numbers of women interviewed, to more complex breakdowns and statistical comparisons of women's and men's responses to issues posed on a questionnaire, and analyses by geographic location, age, gender, and literacy levels. However, even the availability of gender-disaggregated data does not necessarily shed light on the topic of women's empowerment.

There are two issues crucial to understanding the problem. First, quantitative studies and surveys do not highlight the problems women face in the culture. For example, one questionnaire asks about

participation in various community-based organizations. Both male and female respondents indicated similar levels of participation. What we do not and cannot learn from this is what "participation" really means. In the case of the man, it may mean that he raised a question, made a comment, or *felt comfortable doing so.* He is confident that the group *expects* him to participate, and *respects* his contribution. A woman may have attended the same meeting, and so would give the same reply. But almost without exception she has *not* raised a question or made a comment, and would never have felt comfortable doing so. She knows she is *not expected* to speak out, and knows that her comments will probably *not be respected.*

Secondly, questionnaires and quantitative data provide us with a cross-section of public opinion, but that public opinion will probably not vary significantly between women and men in traditional societies unless women have been made aware of fundamental issues surrounding their own condition as women. For example, a questionnaire or interview guide might address the issue of the difference in access to justice between men and women. In a culture where custom and society place women in subservient roles, and wife beating is viewed as a husband's right and responsibility, both men and women will respond in a similar fashion, *because a woman doesn't know she has the right not to be beaten.* But if that woman understands she has human rights, and the right to due process in the case of domestic abuse, and if she has the self-confidence to speak for herself and seek justice, she will respond in a very different manner.

The real gap in the analysis of much disaggregated data on women's participation and legal rights is not so much the data as the question. Questionnaires and surveys have not been developed with an awareness of gender issues, and so the analysis and the resulting programs and strategies do not fully address Haitian realities. These two issues raise the importance of providing qualitative data on women's issues and a careful analysis of its meaning. This kind of information might be encouraged in quarterly contractor reports or addressed in periodic regional visits by Mission staff. It would lend credibility to and enhance the value of R4 reporting, while providing useful analysis for Agency documents such as the Annual Performance Report.

STRATEGIC APPROACHES TO GENDER INTEGRATION IN THE PROGRAM AREA

Strategic Value of Women in Governance

Women's empowerment to participate in governance and enjoy equal protection of their legal rights is critical to the achievement of their full potential as participants in the economic, social, and political development of their country. Women remain an underutilized resource. Because women comprise more than half the population, local government cannot be responsive to citizen needs if women are not included in decision making, or if they are disempowered from making critical choices that affect their lives and those of their families.

Although both men and women suffer under oppressive or inefficient legal systems, women are affected in different ways. Violence, abuse, sexual harassment, and rape, as well as women's status under family law, all impede women economically and socially, and contribute to the creation of an underclass of female heads of households who lack the ability to support and educate the next generation or to control their own fertility. Because women are differentially represented in the associational life of the country, the voices, needs, and concerns of more than half the population are not being represented in democratic governance at any level. Women's empowerment addresses their participation in decision making, leadership, access to resources, and legal and political capacity, all of which are currently bolstered by custom and culture rather than by law.

Data on accountable government with regard to gender are scarce. An 11-state study conducted in the United States demonstrates that, first, women focus on different issues than men while in public office. Issues of health, welfare, education, and the elderly were more frequently addressed by women than by men. And second, women tended to be more practical in their approaches to problems, and more persistent in their efforts to pass legislation. Although this study was based on the United States, data from Africa and Eastern Europe suggest similar trends in focus group discussions and through analysis of NGOs. The obvious conclusion would be that, in developing programs to make local government more accountable to social concerns, ensuring women's participation is likely to enhance the ability to achieve results in the democracy and governance sector.

How does one achieve "more genuine, inclusive democratic governance" in such a political context? And what does it mean to integrate gender under such circumstances? It is now a truism that good social science research includes gender considerations. Research and experience in development have clearly demonstrated that, to succeed, programs must identify and address the needs of the broader population. That majority cannot be reached unless programs also address the inclusion of women. Typically, the most successful democracy and governance programs, like other development programs, ensure that women's needs are addressed.

However, in some particularly difficult contexts, simple integration of gender issues has not permitted programs to go beyond the contextual constraints to achievement of the SOs. Sometimes a strategy that focuses on women can guide a program around a recalcitrant government, and achieve success by *not* attacking issues directly. Three country examples provide interesting case studies of women as *change agents* — a concept receiving increased attention in transitional contexts within the Agency.

- In Sierra Leone, DHRF funds were used to assist women's groups in conducting a wide variety of democratic programs. Because of this support, Sierra Leonian women were able to strengthen local NGOs and organize refugee camps — and ultimately the majority of the population — to push for democratic reforms. Women were able to out-maneuver a military dictatorship and bring about democratic elections.

- The USAID Kenya strategy promotes constitutional reform and women's political participation, legal rights, and empowerment. Local women's NGOs provide paralegal training and rights awareness programs across the country. International and national organizations provided training for women to run for public office and simultaneously raised awareness of women's rights, empowering them to speak out in their communities.

- The democratic revolution in Mali began with students demonstrating in the streets. When military troops fired on them, killing a dozen protestors, the mothers of Bamako rose up and marched on the presidency. The military turned against the president, and a transition government was installed. The actions of Malian women were the catalyst that changed the direction in which events were moving.

Of what value are these examples to the USAID/Haiti democracy and governance program? Empowered women can change the political direction of a country. They are a force to be reckoned with. A "gender focused" approach can provide strategies for maneuvering around a government, while working to achieve the overall Mission goal.

The examples provided suggest a model for working successfully in a variety of difficult contexts. Although focusing on civil society organizations and on women's empowerment, the ultimate goal remains democratic governance and human rights. By building on successes working with women's organizations

in other sectors, USAID/Haiti can help women's community organizations achieve economic and political empowerment simultaneously with improved access to health and reduced family size. Haitian awareness of the need for women's increased participation in politics could be raised by educating the entire population on the principles of democracy and human rights. Building on the Beijing platform, strategies for mass mobilization could be built through a multi-tier plan, mobilizing women at the community, local, regional, and national levels. By emphasizing the empowerment of women and the communities in which they live, the Mission can support activities that contribute to the development of Haiti through community and women's empowerment.

Gender can also be used as a strategy, going beyond integration to developing programs that focus on women as *change agents*. A gender strategy takes advantage of *targets of opportunity* by keeping a flexible approach. A gender strategy ensures that, under each IR, specific activities are developed that empower women, increase their political participation, and ensure their legal rights and civic education, while building on synergies.

SUGGESTIONS FOR GENDER INTEGRATION IN THE STRATEGY

Because the development of the new democracy and governance strategy was in process during this period, the original draft document submitted to the Mission before departure provided suggestions on ways to integrate gender based on the previous strategy. Having received a version of the new draft strategy, the following document has been completely revised. Recognizing that the SO was not yet finalized, it is still the hope that this document may prove useful to the DG team in the final stages of development of the SO.

SO 4: More genuine, inclusive democratic governance

Indicators

➤Percentage of registered parties that state that they will participate in elections;
➤Percentage of people who believe government is responsive to their needs;
➤Percentage of people who believe the justice system will resolve their disputes in accordance with the law;
➤Number of bills subject to public hearings and open debate, involving the executive branch, civil society, and constituents; and
➤Percentage of people who express confidence in political process.

Comments

The *"percentage of registered parties...that...participate..."* may be problematic as an indicator of the fairness of the process. In other regions opposition parties have used the refusal to participate as a means of discrediting a process or a government that is not necessarily unfair or unjust. This can be a political tool to create popular unrest.

The *"percentage of people who believe the justice system will resolve their disputes ..."* is a very important indicator for assessing whether crimes of violence against women are being addressed. It is important that statistics on changes in both male and female perceptions of the system's ability to address these types of crimes be collected.

Strategic Plan reviews in Washington tend to discourage numerous indicators for an SO. The team may want to consider reducing the number.

Consider using an indicator that would provide concrete information on increases in women's participation, such as *"percent increase in the number of women candidates supported by political parties,"* and disaggregate people-level indicators by gender.

IR4.1: Citizens more fully aware of their rights and responsibilities

IR 4.1.1: Percentage of population that understands how to access the justice system

Activities

➤Support NGO advocacy programs providing information on legal rights.
➤Use adult participatory education models based on Haitian culture, including music, song, and theater, to target women.

IR 4.1.2: Number of NGOs that promote human rights as part of their mandate

Activities

➤Support women's NGOs advocating women's rights as human rights.
➤Raise public awareness of legal rights, especially women's legal rights, through media campaigns, workshops, and training.
➤Support and build on UNIFEM programs and recommendations of Women's Tribunal on issues of domestic violence and sexual assault.

IR 4.1.3: Percentage of citizens who can clearly explain key political choices (such as policies, candidates, parties, and methods of civic action)

Comments

Indicator 4.1.3 and 4.1.4 are very similar. They address issues of knowledge and attitude. What is missing is practice. Data demonstrate that practice is the strongest indicator — it should perhaps be included under this IR.

Activities

➤Support civic education programs through international NGOs, national civil society organizations, community associations, schools, churches, and programs.
➤Promote civic advocacy groups.
➤Promote creation of networks of organizations working on similar issues.

IR 4.1.4: Percentage of citizens who understand the role of elected and judicial officials

Alternate Indicator

➤Percent increase in number of civil society organizations and NGOs that hold regular elections for officers.

Activities

➤Develop civic education programs geared to school children at various levels and adults (male and female).
➤Support training to teach civic education in schools and public forums.
➤Hold workshops and training programs across the country on government and legal rights.

IR 4.1.5: Number of schools and civil society organizations engaged in high-quality civic education activities

Comments

Indicator 4.1.5 seems to be an *input.* For example, the result of high-quality civic education is a change in attitude and knowledge (and behavior as well, it is hoped). In other words, increased numbers of civic education programs delivered (4.1.5) should lead to citizens who can understand and explain democratic government (4.1.3 and 4.1.4).

IR 4.1.6: Number of civil society organizations with leadership training for women

Comments

This training is an *input,* not a result indicator. What does the team expect the result of leadership training for women to be? Two possible results are "an increased number of women in leadership positions" or "an increased number of women's civil society organizations advocating women's rights."

The Summit of the Americas is proposing to collect data on the percent increase in women candidates for political parties and the percent increase in women participating at various levels of government.

Alternate Indicators

➤Increase in number of women leaders at all levels of government;
➤Increase in number of women candidates for political office; and
➤Increase of women in the judicial system, legislative posts, administrative branch, unions, and municipal and local government.

Activities

➤Support civil society organizations with leadership training for women.
➤Develop a program on women's advocacy and negotiation skills.
➤Support a "women in politics" program.
➤Promote cross-linkages among women office holders at all levels.
➤Provide workshops and training for grassroots organizing of women.
➤Provide advocacy training for women.
➤Support civic education through women's economic associations and community organizations.
➤Promote democratic principles within NGOs and community organizations, including democratically elected leadership.
➤Support the creation of associations of women leaders to mentor and assist other women to achieve political office

IR 4.2: Key laws and policies enacted for democratic governance

IR 4.2.1: Key legislation — such as judicial sanctions, women's rights, investment and commercial codes — is subject to broad public debate

➤Number of bills submitted to legislature;
➤Number of public hearings held; and
➤Number of bills enacted by parliament as amended.

Comment

Disaggregate data by type of legislation, report notable achievements and gaps, or chose "indicative" legislation.

Activities

➤Support women's advocacy groups promoting code reform.
➤Identify key penal and family code provisions whose reform would empower women. Key areas include protection of women from domestic violence, protection of women's rights in divorce, child support issues, property rights and inheritance by women, and revised marriage laws that recognize and legitimize Haitian forms of marriage.
➤Promote realignment of Haitian legal code with Haiti's position as a signatory of international conventions on the rights of women and children and on human rights.
➤Address women's issues as outlined by the Women's Tribunal.

IR 4.3: More effective citizen access to decision-making institutions

IR 4.3.1: Number of indigents represented by free legal counsel

➤Disaggregate by gender of lawyer and accused, indicating outcome.

IR 4.3.2: Number of public hearings open to citizens and citizen groups, and town meetings between elected officials (Parliament and local government) and citizens and citizens groups

Comments

Consider an indicator that would give an idea of the quality of participation, such as "percentage of decisions made that integrate input from public forums."

Consider integrating 4.3.2 with 4.3.6.

Activities

➤Identify constraints to women's participation in civil society and local governance, including social, cultural, educational, and time constraints.
➤Encourage civil society organizations to broaden their base by including more women as members and leaders.
➤Support pressure groups that advocate women's inclusion.
➤Encourage women to build a voting bloc based on a candidate's support for women's issues.

IR 4.3.3: Number of nonpartisan citizen groups and civil society organizations involved in observing elections

Activities

➤Ensure that women receive training to participate in election observation.

IR 4.3.4: Number of political parties with platforms that reflect membership input and approval

Activities

➤Provide leadership and advocacy training for women to participate in political party forums, encouraging them to advocate women's rights.
➤Support NGOs advocating women's legal rights, political participation, and similar issues.

IR 4.3.5: Number of political parties with platforms that reflect women's issues

Activities

➤Support a women-in-politics training program.
➤Support women's advocacy groups that pressure political parties to support women candidates.

➤Explore the demand for reserved seats for women on party candidate lists or reserved women's seats.

IR 4.3.6: Number of public policies changed consistent with civil society organization advocacy

Comments

Combine with 4.3.2.

IR 4.4: More accountable performance by political and government officials in their roles and responsibilities

Comments

The indicators under this IR address issues of timeliness, effectiveness, and transparency, but not citizen access to equitable justice.

Perhaps another indicator could be added to address the issue of citizen access to equitable justice. An issue identified from results of the customer survey noted that, because there were so few women working in the justice system, women were unwilling to present sensitive issues — such as rape or domestic violence — to male lawyers and judges.

One could conclude that, for equitable access, gender awareness in the justice system and more women within the system are needed.

Alternate Indicators

➤Number of female police units created to address women's rights;
➤Number of women judges; and
➤Percent increase in the number of women at all levels of the justice system.

Activities

➤Promote increased numbers of female judges.
➤Train judges and lawyers to recognize gender bias in the judicial system.
➤Support paralegal mentoring programs that include women lawyers.
➤Promote the availability of female lawyers to female prisoners.
➤Train police and judiciary on how to handle complaints of violence against women.
➤Train medical service personnel to handle cases of rape and sexual abuse.
➤Establish shelters for battered women in "safe houses" no longer being used for political opposition figures.
➤Provide training in dealing with and counseling battered women.

IR 4.4.1: Percentage of cases processed within time established by law

➤Disaggregate by gender.

IR 4.4.2: Effectiveness of legislative oversight

IR 4.4.3: Number of well-organized political parties

Comment

What are the criteria for a well-organized party? Do these include the importance of representing a broad cross-section of the population, including women?

IR 4.4.4: Percentage of trained local officials applying responsible financial management and oversight of resources

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Barriers to Girls' Education in Haiti and Links to Institutions and Groups, Approaches, and Outcomes

Barriers	Specific Barriers	Institutions	Approaches	Outcomes
Category of Barriers	Illustrative list of Specific Barriers	Public/Private-sector groups responsible for applying approaches to barriers	Approaches/Interventions — developed, funded, and applied by public and private-sector groups and NGOs	Intended Outcomes
Household barriers and family resources levels (demand side)	➤ Direct Costs: -school tuition and fees -uniforms and shoes -school books/ supplies ➤ Indirect Costs (opportunity costs): -domestic work (e.g., caring for siblings, chores, etc.) -market activities	➤ Parliament ➤ Ministry of Finance ➤ Business ➤ Banks/Credit Institutions ➤ Communities ➤ Households	➤ Economic incentive programs (e.g., small scholarships, subsidies, school supplies, and uniforms) ➤ School fee waivers ➤ Vouchers (clothing, shoes, supplies) ➤ Microenterprise programs ➤ Child care programs for siblings ➤ Reallocation of household labor	➤ Needed resources obtained by families to send and maintain daughters in school ➤ Resource requirements lowered sufficiently to be affordable for families and to cause positive rate of return ➤ Opportunity costs offset/averted ➤ Demand for girls' education increased
Policy	➤ Insufficient national budget for primary education ➤ Absence of policies to address dropout, overage girls, pregnancy, and onset of puberty ➤ Absence of enforcement of compulsory education policies	➤ Parliament ➤ Ministry of Finance/Education ➤ Media/Press ➤ Political Parties ➤ Religious groups/churches ➤ Legal System ➤ Institutions of Higher Education/Teacher Training Institutions ➤ Unions	➤ Analysis, planning, and implementation of policies supporting girls' education ➤ National Dialogue ➤ National media campaign (social marketing) ➤ Resource reallocation of national budget to and within education	➤ Policies implemented that create required resource levels ➤ Laws and policies created and enforced that make school attendance possible and favorable ➤ Public pressure exerted for policy revision and government accountability ➤ Public knowledge of the importance of girls' education increased
Infrastructure	➤ Distance of schools to communities; and from other schools (access) ➤ Absence of roads; transportation; effects of flooding during rainy season ➤ Inadequate basic services in communities (e.g., electricity, access to safe water, sewage, medical services, etc.) ➤ Inadequate/unsafe school buildings and school services (e.g., latrines, water, furniture)	➤ Parliament ➤ Ministry of Public Works ➤ Private sector ➤ Industry ➤ Political parties ➤ Communities/Municipalities ➤ Parents	➤ National budget analysis, reallocation and implementation ➤ Electrification/water/sewage programs ➤ Private-sector infrastructure program (e.g., road building; rural housing for female teachers) ➤ Latrines, especially for adolescent girls ➤ Community development programs ➤ School mapping to further policy goals	➤ Schools accessible to all children (girls and boys) within a safe distance ➤ Roads and services created that permit safe access, attendance, and completion ➤ Schools with adequate provisions available (e.g., latrines, furniture, safe water) ➤ Safe and adequate housing for rural female teachers/directors

Community beliefs and practices (religious, cultural, social, political)	➤ Lack of knowledge of the social and personal benefits of schooling ➤ Gender and cultural stereotypes ➤ Personal security and belief that girls are fragile (e.g., girls need older brothers to accompany them if the distance to school is great) ➤ Limiting roles for girls and women ➤ Differential treatment of girls (e.g., poor nutrition and health care) ➤ Absence of female role models ➤ Lack of economic opportunities for educated girls ➤ Early participation in sexual activities and pregnancy	➤ Religious groups and community churches/church schools (e.g., CEEC, FEPH, etc.) ➤ Judicial system ➤ Traditional authorities ➤ Parents ➤ Communities ➤ Private sector	➤ Endorsement by religious leaders ➤ Social Marketing ➤ PTA development and enhancement ➤ Local communities organized to promote girls' attendance and persistence ➤ Female social promoters who tutor girls and provide encouragement ➤ Motivational materials (e.g., posters, distance education modules targeting parents, etc.) ➤ Incentives for trained teachers/directors in rural areas ➤ Equal access to economic opportunities for educated girls (e.g., hiring standards, etc.)	➤ Positive environment and cultural norms and values prevalent that favor education for girls and girls' school retention (persistence) and completion
Educational (supply side)	➤ Insufficient trained female teachers and persistence of traditional male school directors ➤ Curriculum and instructional strategies and materials that do not address girls' learning needs ➤ Non-supportive school environment ➤ Traditional teaching that discriminates against girls	➤ Ministry of Education (central and departmental) ➤ Private sector education institutions/groups/NGOs (e.g., FONHEP) ➤ Teacher training schools (public) ➤ Teachers, school directors, and inspectors/monitors ➤ Communities ➤ Parents ➤ Municipal leaders ➤ Publishers (e.g., Maisons d'édition privées)	➤ Community school programs ➤ Teacher training modules focused on gender sensitivity ➤ Curricula and educational materials that address girls' learning needs ➤ Attracting highly trained female teachers/directors	➤ School setting improved and conducive to girls' school retention and completion

Note: The Barriers to Girls' Education Model was developed by the Institute for International Research under the USAID WID Office's Girls' and Women's Education Activity.

This table is not exhaustive. It is intended to serve as a tool for discussion with Strategic Objective Teams, partners, and customers.